

Message Text

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ACTION EA-14

INFO OCT-01 EUR-25 CIAE-00 DODE-00 NSAE-00 NSCE-00 SSO-00

USIE-00 ISO-00 AID-20 EB-11 IGA-02 PM-07 NSC-10

SPC-03 SS-20 RSC-01 INR-10 OMB-01 TRSE-00 L-03 IO-14

DRC-01 INRE-00 /143 W

----- 118465

O 140400Z NOV 73

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC IMMEDIATE 8151

INFO AMEMBASSY BANGKOK

AMEMBASSY CANBERRA

AMEMBASSY KUALA LUMPUR

AMEMBASSY PARIS IMMEDIATE

AMEMBASSY PHNOM PENH

AMEMBASSY WELLINGTON

C O N F I D E N T I A L TOKYO 14837

PARIS FOR USDEL ESF MEETING

E.O. 11652: GDS

TAGS: EAID, EFIN, JA, CB, AS, TH, MY, NZ

SUBJECT: ESF

REF: (A) CANBERRA 6147; (B) STATE 220916; (C) TOKYO 14413

SUMMARY: IN CONVERSATION WITH FONOFF ASIAN AFFAIRS
DIRGEN, ECONCOM/MIN NOTED ROC AND ROK WILL NOT PARTICIPATE
IN ESF AND EXPRESSED STRONG HOPE GOJ WILL CONTINUE.
HE SAID USG WOULD APPRECIATE GOJ APPROACH TO GOA
EXPRESSING DISAPPOINTMENT WITH LATTER'S DECISION ON
ESF. FONOFF REPS SAID DRAMATIC CHANGE IN SITUATION
SUCH AS ADVERSE UN VOTE ON KHMER QUESTION WOULD PROBABLY
FORCE GOJ TO RECONSIDER ITS POSITION AND MAKE CONTINUED
GOJ PARTICIPATION VERY DIFFICULT. FOR TECHNICAL AND
POLITICAL REASONS GOJ INTENDS SUGGEST AT PARIS MEETING
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THAT GOA, EVEN IF NO CONTRIBUTING, CONTINUE AS ESF

MEMBER. IF THERE IS GENERAL CONSENSUS, GOJ WILL MAKE BILATERAL APPROACH TO GOA. GOJ BELIEVES MOST DONORS WILL REFRAIN FROM COMMITMENTS AT PARIS MEETING PENDING OUTCOME OF UN VOTE. IF VOTE IS ADVERSE, FONOFF ALSO BELIEVES NEW ZEALAND AND MAYLASIA LIKELY TO WITHDRAW. FONOFF SUGGESTED THAT US AND GOJ DELEGATES CONSULT PRIOR TO PARIS ESF MEETING ON NOVEMBER 15. END SUMMARY

1. ON NOVEMBER 13 ECONCOM/MIN MET WITH TAKASHIMA, DIRECTOR GENERAL, ASIAN AFFAIRS BUREAU, AND HANABUSA, HEAD, FIRST SOUTHEAST ASIA DIVISION, FONOFF, TO DISCUSS ESF.

2. ECONCOM/MIN MADE FOLLOWING POINTS:

A. FOLLOWING FONOFF EXPRESSION OF CONCERN TO EMBOFF REGARDING POSSIBLE ROC AND/OR ROK PARTICIPATION IN ESF (REF C), USG PERSUADED ROC TO REFRAIN FROM ATTENDING PARIS DONORS' MEETING AND NOT TO TAKE PART IN ESF IN 1974. USG ALSO UNDERSTANDS THAT ROK WILL NOT ATTEND MEETING OR PARTICIPATE IN FUND. AS GOJ AWARE, USG BELIEVES ESF ESSENTIAL TO ECONOMIC STABILITY OF CAMBODIA AND THUS USG STRONGLY HOPES THAT GOJ WILL CONTINUE ACTIVELY TO SUPPORT ESF. IT WOULD BE REASSURING TO USG IF EMBASSY COULD REPORT THAT GOJ WILL CONTINUE ESF PARTICIPATION IN 1974.

B. RE AUSTRALIAN PARTICIPATION: USG MADE SEVERAL APPROACHES TO GOA, BUT GOA HAS DECIDED NOT TO PARTICIPATE. US AMBASSADOR TO AUSTRALIA CALLED ON GOA FOREIGN MINISTER TO EXPRESS USG'S STRONG DISAPPOINTMENT WITH GOA DECISION AND TO STRESS USG CONCERN FOR CAMBODIAN STABILITY, IMPORTANCE OF AUSTRALIAN PARTICIPATION IN ESF TO OTHER DONORS, AND LIKELY ADVERSE EFFECT OF GOA DECISION ON GKR AND NEGOTIATING PROCESS. WE WOULD WELCOME GOJ MAKING A SIMILAR APPROACH TO GOA.

3. IN RESPONSE, TAKASHIMA AND HANABUSA MADE FOLLOWING POINTS:

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A. FONOFF HAS SAID GOJ WILL CONTINUE PARTICIPATION IN ABSENCE OF A DRAMATIC CHANGE IN SITUATION REGARDING ESF, SUCH AS AN ADVERSE VOTE ON QUESTION OF KHMER REPRESENTATION IN UN. GOJ IS QTE DEEPLY CONCERNED UNQTE ABOUT UN ISSUE, SAID TAKASHIMA, AND AN ADVERSE VOTE WOULD MAKE IT QTE VERY DIFFICULT UNQTE FOR GOJ TO CONTINUE PARTICIPATION. ECONCOM/MIN REPLIED THAT

ALTHOUGH HE COULD APPRECIATE FACT THAT UN QUESTION POSES PROBLEM FOR GOJ, IT SEEMS REGRETTABLE THAT UN MAJORITY COMPOSED OF COUNTRIES WITH LIMITED KNOWLEDGE OR REAL INTEREST CONCERNING CAMBODIA SHOULD BE ABLE TO CHANGE GOJ DECISION ON A QUESTION REGARDED BY BOTH USG AND GOJ AS AN IMPORTANT ONE. ECONCOM/MIN SAID HE HOPED GOJ WOULD KEEP THIS POINT IN MIND. IN RESPONSE TO ECONCOM/MIN'S FURTHER QUESTION, HANABUSA EXPLAINED THAT UN PROBLEM WAS FOR GOJ PRIMARILY A DOMESTIC POLITICAL PROBLEM, ESPECIALLY SINCE, AT LEAST UNTIL VERY RECENTLY, SUPPORT FOR UN HAD BEEN ONE PILLAR OF GOJ FOREIGN POLICY. TAKASHIMA ADDED THAT GOJ COULD NOT DISREGARD UN.

B. RATHER THAN APPROACH GOA TO EXPRESS DISAPPOINTMENT WITH ITS DECISION ON ESF, FONOFF BELIEVES IT WOULD BE MORE PRODUCTIVE TO MAKE NEW APPROACH REQUESTING THAT GOA AT LEAST CONTINUE ITS MEMBERSHIP IN FUND EVEN TOUGH GOA WILL NOT CONTRIBUTE FURTHER TO ESF. SUCH CONTINUED MEMBERSHIP, IN ADDITION TO AVOIDING TECHNICAL DIFFICULTIES WHICH WILL RESULT FROM GOA WITHDRAWAL, WOULD HAVE POLITICAL ADVANTAGES. GOJ INTENDS TO MAKE SUCH A PROPOSAL AT PARIS. IF MOST OTHER DONOR COUNTRIES AGREE TO THE PROPOSAL, THEN PERHAPS GOJ WILL MAKE ADDITIONAL APPROACH IN CANBERRA ALONG THESE LINES. ECONCOM/MIN REPLIED THAT, SPEAKING PERSONALLY, HE REGARDED THIS IDEA AS A POSITIVE APPROACH.

C. FONOFF HAS IMPRESSION THAT MOST DONOR COUNTRIES WILL NOT BE WILLING TO MAKE NEW COMMITMENTS AT PARIS MEETING, AS THEY WILL WISH TO WATCH DEVELOPMENTS AT UN. FONOFF BELIEVES UN ISSUE IS QTE CRUCIAL UNQTE FOR MOST DONORS. ALTHOUGH FONOFF NOT ABLE CITE HARD EVIDENCE TO SUPPORT ITS VIEW, IT UNDERSTANDS NEW ZEALAND CONFIDENTIAL

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IS SENSITIVE TO UN QUESTION AND IN ADDITION IS WATCHING GOJ ACTION. MALAYSIA, AS SMALL ASIAN COUNTRY, WOULD FIND IT DIFFICULT TO RESIST PRESSURE FROM ADVERSE UN ACTION. THESE TWO COUNTRIES ARE WEAKEST LINKS, IN FONOFF VIEW. THAILAND WOULD PROBABLY FOLLOW THEIR LEAD SHOULD THEY WITHDRAW.

4. HANABUSA SAID HE HOPED USG REP AT PARIS MEETING WOULD HAVE CHANCE TO MEET GOJ REP (KAZUHARA) BEFOREHAND TO DISCUSS TACTICS. ECONCOM/MIN AGREED THIS WOULD BE USEFUL.

5. COMMENT. ALTHOUGH EMBASSY BELIEVES GOJ CAN PROBABLY LIVE WITH GOA DECISION TO CEASE PARTICIPATION IN ESF, UNFAVORABLE OUTCOME OF UN QUESTION CLEARLY WOULD BRING INTO SERIOUS QUESTION JAPAN'S CONTINUED

PARTICIPATION. END COMMENT. EMBASSY IS BRINGING THIS
REPORT TO ATTENTION OF THE SECRETARY.
SHOESMITH

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: ECONOMIC ASSISTANCE, MEMBERSHIP, FINANCIAL CONTRIBUTIONS
Control Number: n/a
Copy: SINGLE
Draft Date: 14 NOV 1973
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: golinofr
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1973TOKYO14837
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: n/a
From: TOKYO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1973/newtext/t19731133/aaaaaycn.tel
Line Count: 172
Locator: TEXT ON-LINE
Office: ACTION EA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: (A) CANBERRA 6147; (B) STATE 220916;
Review Action: RELEASED, APPROVED
Review Authority: golinofr
Review Comment: n/a
Review Content Flags:
Review Date: 17 OCT 2001
Review Event:
Review Exemptions: n/a
Review History: RELEASED <17-Oct-2001 by kelleyw0>; APPROVED <19-Dec-2001 by golinofr>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: ESF
TAGS: EAID, EFIN, JA, CB, AS, TH, MY, NZ, ESF
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005